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United Nations Development Fund for Women

United Nations Development Fund for Women
Note by the Executive Director

Summary

The present report provides detailed information on the second year of implementation of the strategic plan, 2008-2013, of the United Nations Development Fund for Women (UNIFEM). It tracks progress according to the strategic priorities and results outlined in the UNIFEM frameworks for development results, management results and integrated resources. The report also highlights UNIFEM efforts to fulfil its dual mandate: supporting countries to advancing gender equality in line with national priorities, and supporting action on gender equality throughout the United Nations development cooperation system.

Elements of a decision

The Executive Board may wish to take note of the report and its results-based focus. It may also wish to recognize UNIFEM support to programme countries as they advance agreed development priorities, including the Millennium Development Goals, by assisting national partners to link progress on the Goals with efforts to implement the Beijing Platform for Action and the United Nations Convention on the Elimination of All Forms of Discrimination against Women.

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Introduction

1. The overall goal of the United Nations Development Fund for Women (UNIFEM) strategic plan, 2008-2013, is: *national commitments to advance gender equality and women's empowerment implemented in stable and fragile States.* The Executive Board authorized implementation of the plan (DP/2007/45) in its decision 2007/35 and extended it in decision 2009/13. UNIFEM works in partnership with governments, civil society, and United Nations organizations to strengthen women's economic security and rights, end violence against women, reduce the prevalence of HIV and AIDS among girls and women, and advance gender justice in democratic governance, including in conflict and post-conflict countries.

2. The strategic plan contains the elements of the UNIFEM accountability framework, against which UNIFEM measures: (a) its contributions to progress on gender equality at national, regional and global levels based on the outcomes, outputs and corresponding indicators in the development results framework; (b) its performance, based on the outputs, indicators and targets in its managing for results framework; and (c) its progress towards mobilizing, allocating and expending the financial resources required for implementing the plan, as laid out in its integrated resources framework and in accordance with Executive Board decision 2004/20.

3. The present report covers the second year of implementation of the UNIFEM strategic plan.

I. Context

4. In the past 30 years, far-reaching commitments to advance gender equality and women's empowerment have been agreed at global, regional and national levels. The Convention on the Elimination of All Forms of Discrimination against Women, the Beijing Platform for Action, Security Council resolution 1325 (2000) and the Millennium Development Goals continue to serve as relevant normative frameworks, along with notable new commitments in 2009, including the adoption of Security Council resolutions 1888 and 1889 . Numerous regional agreements are also evidence of the increasingly firm normative platform for gender equality, including but not limited to the Convention of Belem do Para in Latin America, and the Protocol to the African Charter on Human and Peoples' Rights on the Rights of Women in Africa. At the same time, women continue to face the enormous challenges of the global economic crisis, conflict and natural disasters, gender-based violence, and the HIV epidemic. Effective implementation is central to ensuring that agreements are converted into concrete, measurable progress for women and girls.

5. The strategic plan is being implemented in the context of General Assembly discussions on strengthening United Nations support to countries to advance gender equality and women's empowerment. The discussions will be guided by General Assembly resolution 63/311 and the recently issued report of the Secretary-General on a comprehensive proposal for the composite entity for gender equality and the empowerment of women (A/64/588). The anticipated decision on this element of system-wide coherence could have an enormous influence on the operational activities of the United Nations system in support of progress toward gender equality.

II. Overview

6. UNIFEM is a demand-driven organization, responding to requests for technical and programming support where opportunities arise and gaps are most pressing. Demand consistently exceeds the organization's capacity to respond, as it did in 2009. UNIFEM was able to respond to requests for programming and technical support in 98 countries compared to 82 in 2008 in the four thematic areas that make up its development results framework. As shown in figure 1, UNIFEM provided support to 81 countries to advance gender equality in the context of governance, peace and security; 80 countries in women's economic security and rights; 25 countries on the gender dimensions of HIV and AIDS; and in the area of greatest increase – support to ending violence against women – the number of countries receiving support expanded to 79 in 2009 from 56 in 2008. Figure 2 shows a similar trend in UNIFEM support to countries to make progress towards the achievement of the eight outcomes that frame the UNIFEM strategic plan, as in 2008, with a notable acceleration of support to legal and policy reform for gender equality.

Figure 1. The number of programme countries where UNIFEM was able to respond to requests for support in 2008 and 2009, by theme

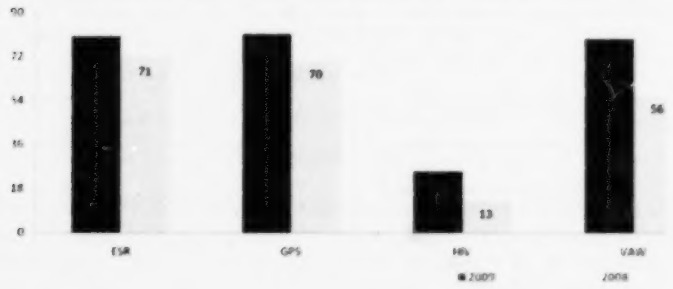
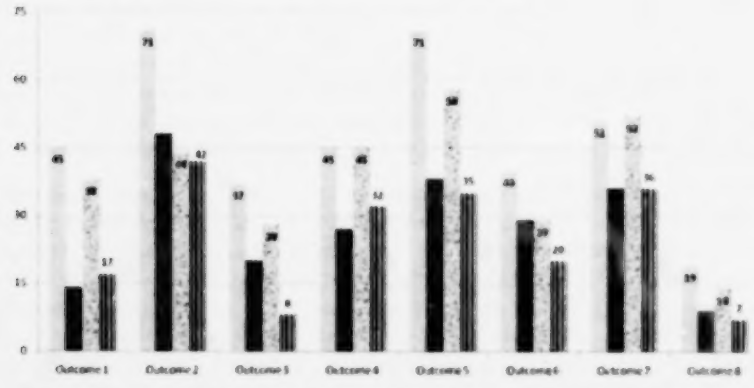


Figure 2. The number of programme countries where UNIFEM was able to respond to requests for support in 2008 and 2009, by outcome



7. Figure 3 indicates that UNIFEM expenditures in 2009 reflect a similar trend to that in 2008, with the largest share going toward supporting the capacity development of gender-equality advocates, including national machineries for women and women's regional, national and local organizations and networks (outcomes 5 and 6). This is consistent with the theory of change that underlies the strategic plan: that by strengthening the effectiveness of these key interlocutors, positive change for gender equality will occur at the legal and policy levels, and that advocates will be better equipped to partner with governments and other development actors to enhance accountability for implementation of these commitments. The thematic distribution of expenditures (figure 4) is also similar to that of 2008. While expenditures on the HIV theme remained low, it is notable that this theme saw the largest percentage increase. As UNIFEM is not a cosponsor of the Joint United Nations Programme on HIV/AIDS (UNAIDS), it is unable to access programme resources through this important channel and thus resources for this area will continue to be lower than others.

Figure 3. Provisional programme expenditure distribution by outcome in 2008 and 2009 (in $ millions)

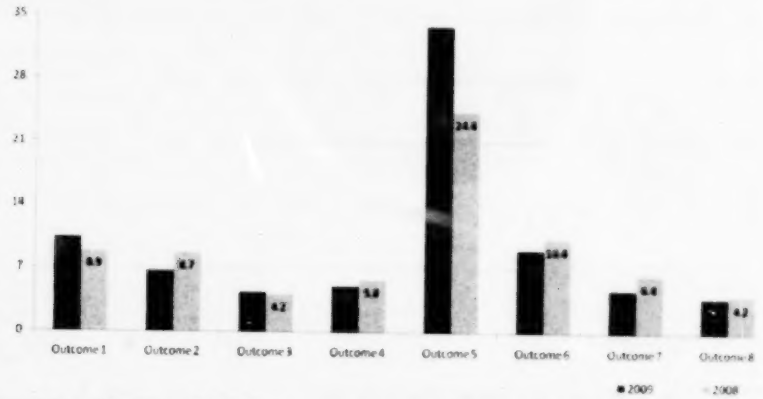
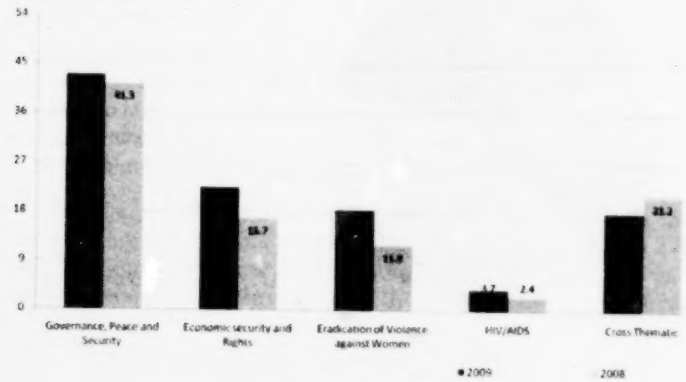


Figure 4. Provisional 2008 and 2009 programme expenditure distribution, by theme (in $ millions)



8. UNIFEM works with numerous partners, including governments, United Nations organizations, women's networks, and civil society. Figures 5 and 6 illustrate the range of partners with whom UNIFEM works to contribute to results outlined in the strategic plan. The majority of partners (figure 5) are in government and include institutions, ministries, local governments, the security sector, parliament, national commissions, and national women's machineries. Within the United Nations system (figure 6), UNIFEM most often partners with the United Nations Development Programme (UNDP), the United Nations Population Fund (UNFPA) and the United Nations Children's Fund (UNICEF), which combined account for approximately 50 per cent of the total number of United Nations partnerships as reflected in the development- and management-results frameworks.

Figure 5. All partners in 2009

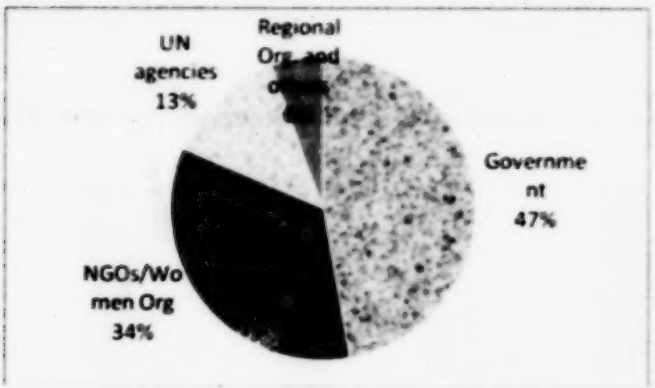
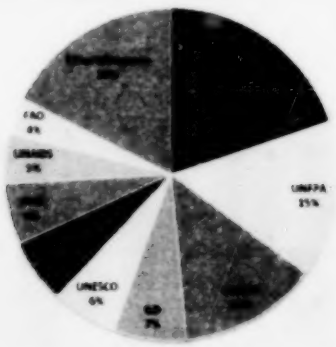


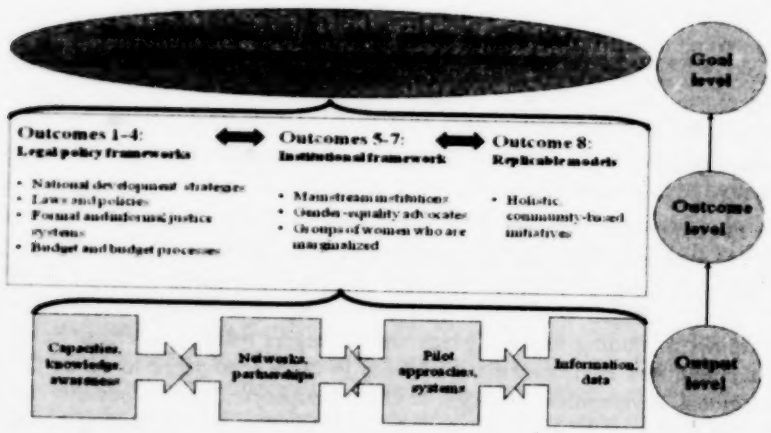
Figure 6. United Nations partners in 2009



III. Development results framework

9. The development results framework contains eight outcome-level results that together represent a holistic effort to support countries in advancing implementation of their commitments to gender equality. The UNIFEM development results framework is based on the organization's experience that, while entry points may vary, a holistic approach requires supporting change at macro, meso and micro levels simultaneously. In this regard, UNIFEM supports partners to enhance the gender responsiveness of the national policy environment and of mainstream institutions needed to deliver on commitments. It also supports gender equality advocates in developing capacity and knowledge to support intensified action and accountability and supports innovative pilot programmes that generate credible evidence of effective work at the micro level to inspire replication and upscaling. Figure 7 illustrates the development results logic that drives UNIFEM work.

Figure 7. Development results logic



10. The present chapter describes progress toward results achieved at three levels: (a) macro-level changes in the gender-responsiveness of national development strategies; policies and laws; and budget processes (outcomes 1-4); (b) meso-level changes in the capacities of gender-equality advocates, excluded groups and mainstream institutions (outcomes 5-7); and (c) changes at the community level (outcome 8) that have potential for upscaling (see DP/2007/45 for outcome list). These are country-owned results and the UNIFEM role is to support partners to make progress toward them. The report on development results tracks progress according to the eight outcome-level results within each of the four thematic areas.

11. In the introduction to each theme, UNIFEM presents the total number of countries in which notable progress toward results was made in 2009, as compared to 2008. The introductory paragraph also indicates the percentage of total core and non-core programmable resources that UNIFEM expended on that theme.

A. Enhancing women's economic security and rights

12. UNIFEM supports efforts to enhance women's economic security and rights through programmes that: (a) strengthen the gender-equality dimensions of macro-economic policies, including national development frameworks; (b) increase financing of gender-equality commitments in poverty reduction and strategies to meet the Millennium Development Goals ; and (c) enable women to enhance their rights in specific sectors of the formal and informal economies and to have equitable access to productive assets. UNIFEM was active in 80 countries in 2009 (compared to 71 in 2008) in this thematic area, expending 22.5 per cent of programmable funds.

13. In this thematic area, UNIFEM worked with government partners – including ministries of finance, planning, labour, and national women's machineries – networks of economists, women's non-governmental organizations (NGOs); excluded groups of women (migrant workers, home-based workers, and rural women); and United Nations country teams. UNIFEM and its partners worked to : (a) incorporate national commitments to gender equality and women's empowerment in 15 national or regional poverty-reduction or other economic frameworks, including by supporting capacity development of ministries of finance and planning and sectoral ministries; (b) support efforts towards the adoption of 20 laws or policies that advanced women's economic capacities and rights in 13 countries (compared to 15 in 2008); (c) support expansion of access to legal assistance for women to enhance their economic rights in five countries (compared to 7 in 2008); and (d) support to institutionalize gender-responsive budgeting in 27 countries (compared to 32 in 2008).

14. In cooperation with many United Nations partners – most often with UNDP – UNIFEM supported national partners to strengthen gender-equality commitments in two approved poverty-reduction strategies in 2009 (compared to seven in 2008) and in 12 newly adopted or revised national development strategies and other policy frameworks, including national plans and strategies relating to employment, donor coordination, and environmental standards in 2009 (compared to 12 in 2008), and one regional development strategy. UNIFEM supported gender-equality advocates, from both government and civil society, to engage in multi-stakeholder platforms, providing analysis relating to the impact of new aid modalities on women's empowerment and to advocate for the inclusion of agreed national commitments, such as national plans of action on gender equality, where these plans existed.

15. For example, with European Union support for aid effectiveness, the Government of Cameroon formed a multi-stakeholder platform through a decree from the Ministry of Planning to oversee national development processes and the aid process. Its membership includes the Ministers of Planning, Women, and Finance, the Canadian International Development Agency, the European Commission, UNIFEM, UNDP and representatives of civil society. Gaps relating to gender equality within Vision 2035 and the Strategy Document for Growth and Employment were identified through the coordinated efforts of the Gender-Equality Working Group, utilizing the National Gender Policy as a basis for the effective mainstreaming of gender equality in the plans. Specific gender-equality commitments included in the plans centre on the participation of women in decision-making processes, reducing maternal mortality, increasing women's economic

potential, and integrating a gender dimension in planning and budgetary processes at all levels.

16. In 2009, UNIFEM supported legal and policy reform, often in partnership with the International Labour Organization and ministries of labour, including through: continuing efforts across Asia to protect women's rights in the context of migration; securing women's rights to land in several countries of the Commonwealth of Independent States, as well as in Ecuador and Rwanda (through revisions to existing laws); introducing laws to address sexual harassment in the workplace in Bolivia, Nepal, and Pakistan and in countries in West Africa; and legislating equal opportunities in employment in Kazakhstan and the Republic of Moldova; strengthening the legal framework in Bolivia to quantify household work so that it can be reflected in National Accounts and the gross national product; and introducing more effective policies to protect women in the informal economy in Pakistan and in Papua New Guinea.

17. Crucial in the context of the economic and financial crisis, UNIFEM supported stronger social protection legislation in Albania, Kyrgyzstan and throughout the Caribbean region. Working with the United Nations system in the context of the delivering as one pilot, the Ministry of Labour, Social Affairs and Equal Opportunities in Albania integrated gender-equality concerns into the revised Social Assistance/Economic Aid Law based on findings of a local-level beneficiary analysis carried out in two municipalities. Primary revisions were focused on expanding the categories of female-headed households eligible for economic aid.

18. In 2009, UNIFEM continued its support to gender-responsive budgeting initiatives begun in 1997. In 27 of the 45 countries undertaking gender-responsive budgeting initiatives, results included an increase in budget processes that took concrete account of incorporating gender equality. An important indicator of gender-responsive budgeting implementation derived from ministries of finance issuing or re-issuing gender-responsive budgeting guidelines, which took place in ten countries in 2009[1] (compared to 16 in 2008) with UNIFEM assistance. In 2009, UNIFEM also supported the incorporation of gender-equality measures in sector and local budget processes in 23 countries (compared to 17 in 2008). Monitoring mechanisms to track progress of gender-responsive budgeting initiatives were initiated or strengthened by civil society and government partners in 14 countries (compared to the same number in 2008).

19. Gender-responsive budgeting efforts in Nepal – based on data generated by the budget information system that tracks allocation towards gender-responsive programmes - indicated an increase in allocation for gender-related items from 14 per cent in 2008/2009 to 17 per cent in 2009/2010. This information system was put in place by the Ministry of Finance following the recommendations of the gender-responsive budgeting committee. In Morocco, where UNIFEM has supported gender-responsive budgeting since 2001 and continues to deepen its support for capacity development and the provision of technical support with the Ministry of Economy and Finance to sectoral ministries, the Gender Report accompanying the 2010 Finance Law included 25 line-ministry departments, up from 21 in 2008 and an initial four in 2006.

[1] Bolivia (Plurinational State of), Cameroon, Ecuador, Egypt, Indonesia, Morocco, Mozambique, Rwanda, Timor-Leste, and Venezuela (Bolivarian Republic of).

20. Supporting sustainable capacities of gender-equality experts and mainstream institutions to advocate for, monitor, and/or implement gender-equality commitments on women's economic security and rights is critical to progress in this area. In 2009, UNIFEM supported women's governmental and non-governmental organizations in 23 countries (compared to 20 in 2008) to participate in decision-making forums relevant to the economic policies affecting their lives and to foster dialogues with decision makers to strengthen monitoring and accountability of commitments, supported networks of rural, indigenous, HIV-positive, migrant and home-based women workers in 20 countries (compared to 10 in 2008). Moreover, UNIFEM capacity-development efforts contributed to changes in performance in key institutions in 15 countries, including those of labour, finance, education, justice, trade, and agriculture, as well as regional organizations and statistics bureaus to promote implementation of laws and policies relating to women's access to decent work, productive resources, and social protection.

21. In India, in the context of the Eleventh Five Year Plan outcome approval, supported by UNDP, UNICEF and UNIFEM, in partnership with the Planning Commission, Voluntary Health Association of India and the National Alliance for Women, the programme 'Voices from the Field' provided a platform for direct interface between the community and representatives of the Planning Commission to discuss gaps in the implementation of government programmes in the health, women and child development, nutrition, handicraft, and handloom sectors. Twenty-seven state-level consultations and five regional consultations were supported to facilitate this dialogue. UNIFEM supported the International Network of Gender and Trade in the creation of the 'Civil Watch for Gender, Development and Trade Policies' in the Southern Cone subregion in order to provide knowledge to women's organizations and civil society to lobby for inclusive development policies, especially for the 9th Specialized Meeting of Women from Mercosur.

22. UNIFEM works with policy, service-delivery and media institutions to create enabling environments that promote and protect women's economic security and rights. Regard to migration of labour, UNIFEM supported efforts to enhance social protection for working women in Cambodia, Jordan, Kyrgyzstan, Nicaragua, Panama, Republic of Moldova, and Serbia. In Cambodia, the standardized contract for overseas Cambodian migrant workers was developed, finalized and readied for approval by the Ministry of Labour. The contract was jointly developed by the Ministry with close cooperation and coordination of civil society organizations, academics, lawyers, unions and other key players.

23. UNIFEM partners with mainstream development actors to identify, promising pilot initiatives that use demonstrate innovative approaches to enhancing women's economic security and market opportunities, and increasingly invests in rigorous evaluation to generate learning that supports upscaling or replication by national, regional or international partners. In 2009, UNIFEM began a four-year partnership with the World Bank and the International Center for Research on Women on a pilot programme of results-based initiatives in Cambodia, Egypt, Guinea, Lao People's Democratic Republic, Liberia, and Peru. The initiatives are geared to identify proven quick-win interventions that enhance women's economic security and rights and incorporate an impact-evaluation component (40 per cent of the budget as part of programme design. In Egypt, a corporate seal of approval, addressed to 30 private-sector companies with an assessment methodology to determine levels of gender equality in the workplace for use in human resources departments was adopted by

[redacted]

B. Ending violence against women

[redacted]

[redacted]

[redacted]

men and women towards violence against women, strengthening the legal system to [illegible], and improving local services to women who have experienced violence.

[illegible] UNDESA joined other parts of the United Nations system in the effort to engage men and boys in ending violence against women. This involves support [illegible] men's networks focused on these issues, as well as support to work in sectors that have been traditionally predominantly male, such as leadership of faith-based groups, judges and the security sector. Notably, UNDESA is expanding its partnerships with networks of men and boys at global, regional and national levels, including with Promundo and the MenEngage Alliance.

[illegible] UNDESA applies a rights framework in its work on gender-sensitive police reform to ensure that police respond to women's security concerns, create non-discriminatory institutions that encourage women's participation, and enhance accountability mechanisms. In this regard, UNDESA has increased its work to build the capacities of police to respond to violence against women, track cases, and/or link up with other services such as medical and legal assistance in 16 countries and one region. Particularly noteworthy is the recognized leadership of the Rwanda National Police and the Rwanda Defence Forces, who are regularly consulted throughout Africa for technical assistance and training for police and military with regard to effective strategies to ending violence against women.

34. At the community level, progress was made during 2009 in furthering the development of the global programme, Safe Cities Free of Violence against Women and Girls 2008-2014, which includes a strong impact-evaluation component intended to develop a proven model for upscaling by local governments. A memorandum of understanding was signed with UN-HABITAT to formalize the inter-agency collaboration. In addition, a critical partnership of local expert organizations was formed, which includes Women in Cities International, Red Mujer y Habitat, and the International Center for Research on Women. The partners are collaborating to design interventions and training curriculums, and to finalize the methodology for and complete exercises to assess the feasibility of undertaking impact evaluations in the selected cities.

C. Halting the spread of HIV and AIDS among women and girls

35. At the global level, 2009 saw a renewed focus on the gender dimensions of HIV and AIDS in the development of the UNAIDS Action Framework on Women, Girls, Gender Equality and HIV/AIDS, supported by an operational plan with key accountability outlined for the United Nations system, under the leadership of UNAIDS, and endorsed by the UNAIDS Programme Coordinating Board. The operational plan specifies that "UNAIDS and UNIFEM will bring their specific and unique contributions to the cause of women, girls, gender equality and HIV and will implement the Operational Plan through a coordinated approach and strengthened provision of technical support, in line with the UNAIDS technical support division of labour and the UNIFEM strategic plan." Although not a UNAIDS cosponsor, UNIFEM participated in the development of the Action Framework, is a member of

[illegible] Argentina, Burundi, Chad, Comoros (as defined by United Nations Security Council resolution 1244 (1999)), Liberia, Mexico, Nigeria, Rwanda, Sierra Leone, Sudan, Thailand, Timor-Leste, Uganda, United Republic of Tanzania and Venezuela (Bolivarian Republic of), and in eight caribbean nations through the Association of Caribbean Commissioners of Police, an umbrella organization for 20 police agencies.

the Global Task Force on Women, Girls, Gender Equality and HIV/AIDS; and co-chairs the Global Coalition on Women and AIDS.

36. To promote a coherent, gender-sensitive approach to halting the spread of HIV, UNIFEM works in collaboration with the United Nations system, national AIDS councils and civil society partners, prioritizing support to HIV-positive women's networks to advocate for increased attention to key gender and women's human rights concerns, addressing interlinkages between HIV and violence against women, and mainstreaming gender into national AIDS plans. UNIFEM was active in this thematic area in 25 countries in 2009 (compared to 13 in 2008), with 3.4 per cent expenditure of programmable funds in 2009 (compared to 2.5 per cent in 2008).

37. While UNIFEM nearly doubled the number of countries it supported in this area, programme resources did not grow as quickly between 2008 and 2009, partly because non-core resources in this area were minimal and also because much of this work is cross-thematic and often attributed to ending violence against women.

38. National AIDS plans are central planning tools that guide work in different sectors and behind which donors align their support. In 2009, with government, civil society and United Nations system partners, UNIFEM supported the integration of gender equality in HIV strategies at the national level in the Democratic Republic of Congo, Liberia, and Rwanda, as compared to one country in 2008. Each of the plans included integrated strategies and activities on gender-based violence and/or income-generation as a part of the national response.

39. The long history of UNIFEM support to HIV-positive women's groups was cited in the 2006 evaluation of UNIFEM; programming in this area was found to be a key strategy for increased attention to the gender dimensions of the epidemic. In 2009, UNIFEM supported HIV-positive women's networks and groups to develop specific calls for government action in 12 countries and supported advocacy of two regional networks and one global network6 (compared to five countries in 2008). These groups have articulated a range of issues including: an end to stigmatization, discrimination and violence; increased access to antiretroviral therapy; improved livelihoods options; and support for home-based care work. In India, HIV-positive women's networks are developing skills to use gender-responsive budgeting in their advocacy efforts, and the Centre for Budgeting, Governance and Accountability has developed a tool kit to advocate for the engendering of budgets within national and state AIDS control organizations.

40. In 2009, UNIFEM also supported partners to strengthen service delivery to women infected or affected by HIV through mainstream institutions in nine countries[7] and throughout the Caribbean region. This work addressed the intersections of violence against women and HIV by: supporting a protocol for the Ministry of Health in Ecuador; health, education and social service sector training in the Caribbean region; and the National Gender-based Violence task force in Liberia, which brought together Ministries of Health, Justice and Judiciary and is led by the Ministry of Gender and Development. UNIFEM also supported efforts to expand service centres that address violence against women to include counselling and HIV testing in Rwanda and through the police in Nigeria.

[6] Ecuador, Haiti, India, Indonesia, Liberia, Mexico, Mozambique, Pakistan, Rwanda, Somalia, Uzbekistan, and Venezuela (Bolivarian Republic of), regional networks in Asia and the Pacific and in the Caribbean region; and the Global Caregivers Alliance

[7] Cambodia, China, Democratic Republic of Congo, Ecuador, Côte d'Ivoire, Ghana, Indonesia, Liberia, and Nigeria

41. In 2009, UNIFEM deepened its support to the National AIDS Control programme in Cambodia, where it has supported the placement of gender advisors, and in Nigeria, where a gender manager supports national policy development and implementation. The latter case became a model for a programme financed by the European Commission, on the basis of which UNIFEM plans to support similar work in Cambodia, Jamaica, Kenya, Papua New Guinea, and Rwanda.

42. Since 2006, the United Nations Trust Fund has provided support to a learning cohort of seven grantees that generate knowledge on how to address the intersections between violence against women and HIV in order to develop effective approaches for replication and upscaling. In 2009, and in partnership with PATH (Program for Appropriate Technology in Health), the United Nations Trust Fund continued to provide this group of grantees with technical assistance for the development and implementation of rigorous monitoring and evaluation systems.

43. With United Nations Trust Fund support in Nigeria, state hospitals have established police-doctor and post-exposure prophylaxis coordinators through multisectoral anti-violence committees operating as referral systems, extended to six communities across two States to address the intersection between HIV/AIDS and violence against women. The committees identify and address related cases and institutionalize protocols across health, law enforcement and legal sectors. Capacity-development activities have succeeded in engaging men and boys, particularly traditional rulers, who are engaged in the committees and committed to their sustainability.

D. Advancing gender justice in democratic governance

44. One of the pillars of UNIFEM work to advance democratic governance is to support the development of decision-making processes – including in post-conflict settings – that are participatory, responsive, equitable, and inclusive. In this thematic area, UNIFEM was active in 81 countries in 2009 (including 21 conflict or post-conflict countries) compared to 70 in 2008, expending 40.8 per cent of programmable funds (compared to 44 per cent in 2008).

45. In 2009, UNIFEM worked in partnership with national women's machineries, women's community-based NGOs, gender-equality advocates, United Nations country teams and many government partners to secure the incorporation of commitments to gender equality and women's empowerment in humanitarian relief strategies in three countries and support the passage of 33 laws or policies strengthening women's participation in democratic governance (compared to 27 in 2008). UNIFEM supported: (a) eight countries in developing national action plans pursuant to Security Council resolution 1325 (2000), with four finalized; (b) five countries to introduce stronger gender equality provisions in their constitutions, with one ratified; (c) 11 countries[8] in the formulation of national plans and policies on gender equality, with three based directly on the Concluding Comments of the Committee on the Elimination of Discrimination against Women; and (d) a regional gender policy for the African Union and for Aceh Province in Indonesia.

[8] Bolivia(Plurinational State of), Colombia, Democratic Republic of the Congo, Kazakhstan, Moldova, Morocco, Niger, Philippines, Rwanda, Serbia, and Syria

46. In many cases, more targeted CEDAW reporting has enabled Committee members to provide stronger recommendations that have in turn influenced policies at the national level. A positive trend in 2009 saw action plans to accompany the gender policies in Kazakhstan, Kyrgyzstan and Mali, and examples of budgeted plans in the Republic of Moldova and Serbia.

47. At the global, regional and national levels, UNIFEM is supporting Member States and national partners to advance the implementation of Security Council resolutions 1325, 1820, 1888 and 1889. As host of the Secretariat for UN Action against Sexual Violence in Conflict (UN Action initiative), UNIFEM played an important role in its work with partners to support evidence-based advocacy in the lead up to the passage of resolutions 1888 and 1889. The value of this contribution was noted in an independent assessment undertaken by the United Kingdom's Department for International Development (DFID).

48. Leading up to the tenth anniversary of Security Council resolution 1325 in 2010, UNIFEM continued work as a part of United Nations inter-agency efforts that in 2008 began to support partners to adopt national action plans pursuant to 1325 in Liberia, Nepal, Rwanda, and Uganda. In Liberia, leadership from the highest levels ensured increased budgetary allocations across multiple sectors to implement the Plan, with the Liberia National Police and the Ministry of Justice mobilizing funds for a sexual crimes unit. In Bosnia and Herzegovina, Burundi, Iraq, and Sierra Leone, plans are in final draft stages. UNIFEM is taking leadership with the Office of the Special Advisor on Gender Issues and Advancement of Women (OSAGI) and the Inter-Agency Task Force on Women, Peace and Security to build on national-level efforts in the development of global indicators for resolution 1325, as mandated by resolution 1889.

49. The driving force behind all UNIFEM actions to advance gender equality is its partnership with women's networks, both governmental and non-governmental. Increasing their effectiveness to bring attention, action, and accountability for their demands is a key pillar in the theory of change that drives UNIFEM initiatives. In 2009, UNIFEM supported capacity-development initiatives to strengthen gender-equality advocates to press for, monitor, and support the implementation of national commitments to gender equality in 71 countries (compared to 58 in 2008). This included support to: national women's machineries; key political parties to promote women's rights in nine countries[9] (compared to six in 2008) and women to develop common agendas for peace and reconciliation in eight countries.

50. In 2009, UNIFEM provided support to enable national women's machineries to lead, facilitate, monitor and support gender mainstreaming throughout government ministries. To accomplish this, UNIFEM supports them in organizational development, training, research, and planning as well as developing their capacities to work effectively with other government ministries, civil society organizations and NGOs to develop and implement national policies on women.

51. UNIFEM support to the national women's machineries in the Andean Region contributed to the creation of the Andean Council of Senior Advisors on Women and Equal Opportunities by the Andean Community of Nations. This Council is comprised of representatives of ministerial rank, Secretaries of state or other equivalent government representatives with the aim of promoting equal opportunities

[9]Antigua and Barbuda, China, Indonesia, Morocco, Nepal, Pakistan, Rwanda, Pakistan, Uruguay,

between women and men, elimination of violence against women and the construction of a more just and equitable new regional society.

52. Supporting coalitions of women to advocate together across lines of conflict for attention to women's human rights remains one of the most effective paths to strengthening gender equality in peacebuilding and post-conflict resolution. UNIFEM has 15 years of experience in supporting these coalitions to attain their rightful place at negotiating tables. In 2009, the organization's deepest engagement was with coalitions of women in Afghanistan and among Afghan and Pakistani women; with the International Women's Commission for a Just and Sustainable Israeli-Palestinian Peace; women's coalitions in Sudan and Uganda; and with women groups in the Balkans and Georgia.

53. In its ongoing effort to ensure that women's voices influence decision-making, UNIFEM worked with the Institute for Inclusive Security to bring Afghan gender-equality advocates to the International Conference on Afghanistan. The delegation highlighted priorities that were included in the final communiqué of the Conference, including a commitment to fully implement the National Action Plan for Women of Afghanistan and the recently signed Law on Elimination of Violence against Women.

54. At the community level, UNIFEM is implementing a programme on women's participation in peacebuilding in six post-conflict countries[10] with support from DFID that is generating replicable approaches. In Liberia, community-based "Peace Huts" help to develop the capacity of community groups in institutional and business management and adult literacy. The project is being replicated within two United Nations joint programmes and discussions are under way to bring the model to the national level through the Ministry of the Interior.

E. Gaps and challenges: the development results framework

55. Gaps and challenges in relation to supporting countries to advance their national priorities under the UNIFEM thematic areas include: linking capacity-building of political aspirants to actual changes in the percentage of women elected, and further translating these gains into improved public-service delivery for women through increased accountability; increasing work with political parties to make the issue of violence against women candidates and leaders more visible and to strengthen partnerships with other actors that are supporting efforts to confront this challenge; and strengthening programmatic and policy responses to bring attention and action to the gender dimensions of HIV and AIDS.

56. Additionally, while there have been important improvements and efficiencies gained in results-based reporting emanating from the computerized tracking system launched in 2009, additional support and internal capacity development are required to continuously improve the relevance and validation of reporting.

IV. Management results framework

57. The management results framework tracks UNIFEM performance across four result areas: policy advice and catalytic programming; United Nations coordination

[10] Afghanistan, Haiti, Liberia, Rwanda, Timor-Leste and Uganda

and reform: accountability, risk and oversight; administrative, human and financial capacities. Unlike the development results framework – which contains both outcome- and output-level results – the management results framework, for which UNIFEM is wholly responsible, contains 17 outputs and 58 indicators against which UNIFEM tracks progress and gaps.

58. UNIFEM efforts in this area are guided by General Assembly resolutions 62/208 and 59/250 on the triennial comprehensive policy review of operational activities of the United Nations system, in which the General Assembly called upon the United Nations system to avail itself of UNIFEM technical experience on gender issues and encouraged UNIFEM to strengthen its efforts to provide strategic guidance to the United Nations system in the area of gender equality.

Area 1. Policy advice and catalytic programming

59. This result tracks the extent to which UNIFEM develops systems to ensure that UNIFEM can learn from, improve and document how its provision of advocacy, technical support and catalytic programming advance gender equality and women's empowerment.

60. An essential element is the establishment of state-of-the-art evaluation practices that align with United Nations Evaluation Group standards. UNIFEM is making good progress in this area: it has finalized its Evaluation Policy and is implementing gender-responsive evaluation training modules with staff and partners.

61. As part of an effort to continuously improve evaluation practice, an internal review by the UNIFEM evaluation unit was undertaken to establish a baseline. Twelve evaluations undertaken in 2009 were rated as follows: two excellent; two very good; four good; three average; and one weak. The assessment identified a 10 per cent improvement in evaluation quality in 2009 by comparison to 2008. The Evaluation Resource Centre will be fully functional in 2010 and will publically post all evaluations and management responses to evaluations. Eleven management responses were produced in 2009.

62. UNIFEM produces guidance for United Nations and other partners to strengthen knowledge and practice to advance gender equality and women's empowerment. In 2009, highlights included guidance notes for mediators in five key areas of peace negotiations that contributed to discussions relevant to Security Council resolutions 1888 and 1889; guidance on integrating gender responsive budgeting in the Aid Effectiveness agenda; the launch of a virtual knowledge centre on ending violence against women; and an accountability checklist for national AIDS planning.

63. Nine efforts to replicate or upscale UNIFEM-supported initiatives were tracked in 2009 (compared to eight in 2008). They included the replication of the Rwanda Police/Defence Force anti-violence against women training curriculum and/or gender desks in eight instances[11]; upscaling of community-based training for women migrant workers initiative in 40 villages by the Government of Indonesia, supported by AusAID, the Government of Japan, and the World Bank; and replication of district task forces to protect women's rights to land in Tajikistan across 21 districts funded by district branches of the National Women's Committee.

[11] Burundi, Fiji, Kenya, Nigeria, south Darfur, south Sudan, United Republic of Tanzania, and Uganda

Area 2. United Nations coordination and reform

64. In 2009, UNIFEM expanded participation in United Nations coordination and reform processes at all levels and was engaged in a total of 95 joint programmes (compared to 72 in 2008 – see figure 8); participated in eight delivering as one pilots, and is taking an active role in the evaluation processes at the country level. UNIFEM participates in or leads gender theme groups in 69 countries, as well as 75 other coordination mechanisms at global, regional, and country levels (figure 9). UNIFEM continued to contribute to promoting stronger attention to gender equality in common country assessments (CCAs) and United Nations development assistance frameworks (UNDAF) in 2009, participating in 13 such processes. In 2009, seven United Nations country teams called upon UNIFEM to undertake gender audits.

Figure 8. Number of joint programmes in which UNIFEM participates

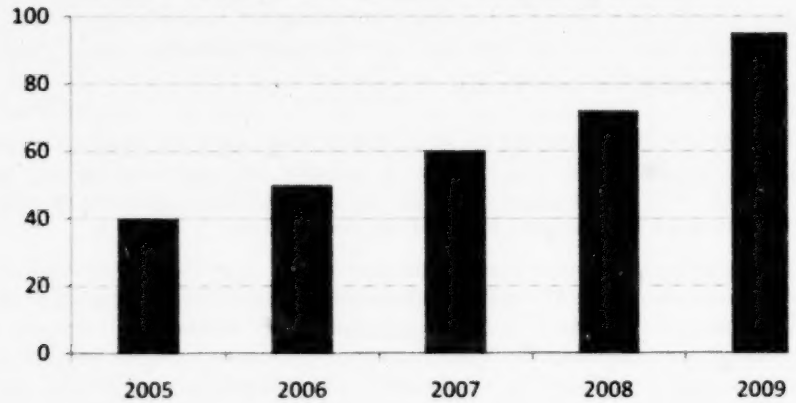
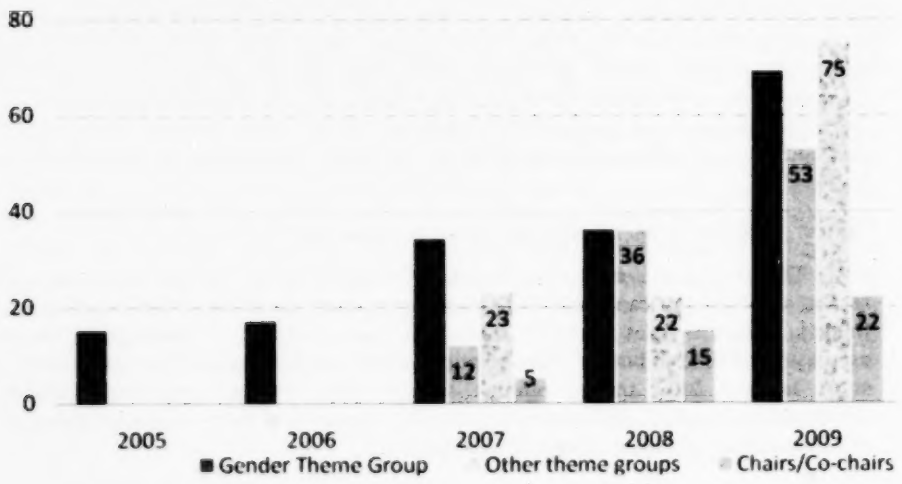


Figure 9. Yearly trend: Number of gender coordination mechanisms led or co-led by UNIFEM, 2005-2009



65. UNIFEM prioritized support to United Nations system-wide efforts through active participation in three task forces convened by the Deputy Secretary-General (on gender architecture, the UNiTE campaign and on the rule of law); continued stewardship of the United Nations Trust Fund; hosting the UN Action secretariat; co-chairing the Working Group on Programming Issues for the United Nations Development Group (UNDG): and participating in UNDG expert teams, including training of Resident Coordinators, to lead CCA/UNDAF processes. The Executive Directors of UNAIDS and UNIFEM issued a joint letter to their respective staffs encouraging strong partnerships to ensure attention to the gender dimension of the epidemic in all policies and programmes through interagency collaboration at all levels.

66. Its three-year effort as chair of the 17-member UNDG Task Team on Gender Equality has produced an agreed set of performance criteria on gender equality for United Nations country teams and distributed to United Nations country teams in 2008. In 2009, the Task Team tracked their implementation in eight countries while 40 other countries are in different stages of implementation planning.

Area 3. Accountability, risk and oversight

67. In 2009, UNIFEM addressed the management issues of accountability, risk and oversight by strengthening staff capacity to monitor and report on results and continuing the phased delegation of authority of operational and programmatic business processes from headquarters to sub-regional offices.

68. Efforts to improve results tracking and reporting systems focused on finalizing and the full implementation of the electronic results tracking system for the Strategic Plan. The system is enabling UNIFEM to undertake better results based quantitative and qualitative analysis, comparative across years, with results linked to budgets and expenditures and verified by supporting documentation. UNIFEM also commissioned a review of the quality of design and results orientation of its programme documents and the rigor of its programme appraisal processes: the results of which will be available in 2010.

69. UNIFEM also strengthened policy, oversight and monitoring capacity including through the delegation of authority. Seven offices have met criteria for, and been granted delegated authority. At the end of 2009, eleven internal control frameworks from the field and headquarters units have been developed and approved. Reports based on Atlas information are being systematically used throughout the organization as risk management tools. 12 internal audits have been carried out during from 2006 to 2009, which means that approximately 70 per cent of the Sub-Regional Offices have been audited at least once during the last three year period.

Area 4. Administrative, human and financial capacities

70. This output area tracks the extent to which UNIFEM has the administrative, human and financial capacities to respond to requests for its technical expertise and financial support. Atlas Wave II of the Enterprise Resource Planning Programme used by UNIFEM, and other United Nations funds and programmes has been in place since January 2009 and is running satisfactorily. Internal operations capacity development has been undertaken for all programmes and associated staff members at headquarters, covering all operational areas.

71. In 2009, UNIFEM also established mechanisms to strengthen capacity to track the timeliness of donor reports in a more systematic way; and, at field level build capacities to prepare high-quality, results-based reports. In 2009, this resulted in the submission of 338 (annual certified and interim) reports to donors.

Gaps and challenges: management results framework

72. While the UNIFEM management results framework registered significant output results in 2009, reporting and review suggest that systems and knowledge should be enhanced to improve performance in a number of areas.

73. While the reporting format asks for information on methods that UNIFEM used to engender United Nations and National development frameworks, it does not systematically capture how UNIFEM's catalytic programming efforts contribute to the realization of results within the UNDAF or other United Nations system-wide plans. As other United Nations organizations have identified similar challenges, UNIFEM is working with the UNDG to develop a Standard Operational Format and Guidance for Reporting Progress (SOF) on the UNDAF. UNIFEM will also revise its reporting guidelines to be in line with the SOF and more systematically assess its contributions to United Nations country team commitments.

74. In 2010, UNIFEM will continue to invest in strengthening technical platforms as well as staff capacities for knowledge management to enable greater access to distilled knowledge assets for internal and external consumption.

V. Integrated resources framework

75. The number of countries contributing to UNIFEM regular and other resources increased from 80 in 2008 to 102 in 2009. The number of multiyear pledges more than doubled over the year from 11 to 24. Contributions for 2009 increased by 14 per cent to $138 million, compared to $121 million in 2008. Core contributions increased to $62 million, an increase of 21 per cent over the 2008 total of $51 million; while non-core contributions (excluding Special Trust Funds managed by UNIFEM) increased by $6 million to reach $76 million, an increase of eight per cent over the amount in 2008 of $70 million. An additional $3.6 million was received for the Fund for Gender Equality in 2009, over the initial $65 million granted by the Government of Spain in 2008. Contributions to the United Nations Trust Fund increased by $5 million, or 27 per cent to reach $23 million in 2009.

76. UNIFEM reached delivery of 85 per cent of regular (core) resources by the fourth quarter of 2009, with a delivery rate of 75 per cent on non-core resources. It is noteworthy that more than half of non-core resources, equivalent to $45 million out of $76 million were received in the fourth quarter of the year, impacting programming and the delivery rate for the year. The United Nations Trust Fund, for the first time, disbursed grants to United Nations country teams in addition to government and non-governmental organizations. The Fund for Gender Equality made its first grants of $9.99 million in 2009. UNIFEM tracked the trends in changes of the ratio of the biennial support budget to resources used and found a decrease in this ratio of 0.5 per cent over 2008.